

May 12, 1987

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POLICY RECOMMENDATIONS



CITY OF BOSTON
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BOSTON REDEVELOPMENT AUTHORITY
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KANE SIMONIAN, SECRETARY
STEPHEN COYLE, DIRECTOR

April 24, 1987

Dear Concerned Resident:

Since July, 1986, when Mayor Flynn appointed the East Boston Planning and Zoning Advisory Committee (PZAC), the Mayor's Office of Neighborhood Services, the Boston Redevelopment Authority, and the PZAC have held seventeen meetings to identify and discuss the major planning issues affecting East Boston. The issues were discussed in the context of drafting the East Boston Interim Planning Overlay District (IPOD) zoning amendment, which will control development for the next two years and direct future land use policies in your community.

In response to the in-depth discussions by the PZAC of the major planning issues, we are proposing thirteen policies for inclusion in the IPOD amendment. These land use policies are intended to protect the residential character of East Boston against the intrusion of airport-related uses and relieve development pressure on the existing housing stock. At the same time, they direct growth to underutilized sites that can accommodate affordable housing and provide open space and other amenities needed to maintain and enhance the quality of life in East Boston.

The purpose of presenting these policy recommendations is to further the development of the IPOD. Your decisions will help us shape together the final zoning plan.

We need and welcome your participation. I look forward to meeting with you to discuss these issues.

Sincerely,

Stephen Coyle
Director

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1. Introduction

East Boston is experiencing an unprecedented boom in the real estate market. The pressure for development is associated with the vital downtown economy, the increasing population, and the growing perception of Boston as a whole as an attractive place to live. The pressure for development is felt by each of Boston's neighborhoods in particular ways. Because East Boston has such a small land mass, much of which is either occupied by airport-related or water-related uses, the people who live there are beginning to feel that there may be no place left for them.

Zoning is the most important tool available to manage and control the long- and short-term impacts of real estate development on people and their environment, and to take advantage of private investment in real estate for the benefit of the public. Zoning regulations based on comprehensive analyses of current uses and trends, future impacts, and a positive vision of what should be can direct the type and location of investment in such a way as to both preserve advantageous qualities and to create new opportunities, and to bolt new undesirable uses.

In Boston, the positive vision for the future is a joint creation of the residents of each neighborhood and the City. Perhaps, because the development pressures are so great there, the people of Each Boston have worked especially hard to preserve the quality of life in their neighborhood.

Zoning articulates the community's goals and objectives and provides standards for future growth. It manages the direction, impact, benefits, and burdens of growth. It governs decisions about the scale, type, and location of new development consistent with the goals and objectives that have been jointly developed by the community and the City.

Height and use controls operate in such a way as decentralize growth to redistribute investment in real estate according to a plan for the future. Zoning can take advantage of the strong economy and decentralize growth and its impacts in a more equitable manner. Design controls for buildings, landscaping, and signs, can preserve and create positive attributes of the neighborhood and assure that future development is consistent. Land use regulations can help to integrate water and land uses and to take advantage of the special value that water gives to the land, whether it be the aesthetic value of views, or the practical value of water transportation. Finally, zoning can bring positive public benefits to a community by setting aside land for a particularly needed use such as housing, or by requiring certain contributions from a developer in return for the right to develop the land.

This document represents some comprehensive recommendations of the Boston Redevelopment Authority of ways to use zoning to achieve the goals of the East Boston community.

2. Logan International Airport

A. Issue

The intrusion of Logan Airport and airport-related uses on East Boston has seriously degraded the quality of life in the community. Logan Airport is the eleventh busiest airport in the world and is growing at a faster rate than many of the top ten. The number of passengers using Logan has almost doubled between 1976 and 1985 from 11,390,000 to 20,450,000. Usage is expected to double again in twenty years. The total number of flights between 1976 and 1985 increased by 51% from 231,000 to 350,000. In that same period, cargo increased from 413 million to 665 million pounds.

While the employment and fiscal benefits of Logan's boom have been economically beneficial for Boston and the region, the costs have been borne by East Boston's residents. Noise and air pollution have certainly affected the quality of life in your community, and traffic congestion has reached critical proportions. The 24-hour noise pollution has been detrimental to residents, but has altered the desirable character of this closely knit family community enough to cause people to lose their enthusiasm to stay in or move to East Boston. The population has increased by about 8.8% from 32,178 in 1980 to approximately 35,018 in 1985. Household size has decreased while the demand for households has increased. Valuable land that could be used to meet the needs of the community has been consumed by airport related uses. These are ten major air cargo facilities within the community and sixteen auto rental and commercial parking facilities. Meeting some of the increased demand for housing has been precluded, in many cases, by the existence of these uses, both in terms of their space demand and undesirability as neighbors.

B. Policy Recommendations

- o Halt growth: The growth of Logan Airport should be halted in terms of physical expansion of airport-related uses and of number of flights and passenger service.
- o Linkage: Commercial development by Massport should be subject to linkage payments that will be applied to affordable housing within East Boston. This linkage requirement should be retroactive to 1984 for commercial developments.
- o Nighttime Curfew: Flights into and out of Logan Airport should be prohibited between the hours of 10:00 p.m. and 6:00 a.m. except for emergency landings.
- o Divestiture: Massport should direct of any land within the community that is used for airport related uses.
- o Public Benefits: Massport should collect a per capita fee for passengers using Logan Airport to provide for public benefits for the impact community.
- o Massport Master Plan: Massport should submit a Master Plan for Logan Airport to include but not be limited to the following:
 - traffic and parking analysis including community traffic impacts of the proposed Third Harbor Tunnel
 - a parking management and Mitigation Plan
 - a plan for divestiture and for progressively moving all airport-related uses within Logan Airport boundaries.

C. Discussion

The impacts of living adjacent to one of the world's busiest airports cannot be eliminated, nor can they be ignored. There must be a well conceived plan to preclude further expansion of airport uses and impacts, and to take progressive to remove those uses within the community and return valuable land back to the community for beneficial uses. New airport-related uses should be prohibited. In 1983, new park and fly lots have been forbidden in East Boston through the zoning code, but other related uses have continued to proliferate. Comprehensive rezoning of East Boston must address the seriousness of the airport and control any further degradation of

D. Comments

3. Reserve Districts

One of the functions of zoning is to target uses into areas in which they are most appropriately carried on. Another, equally-important function of zoning, however, is to insure that land is available for uses which are essential to the community by eliminating potential competition from other uses. Accordingly "reserves" are being proposed to deal both with the need to provide sites for the development of affordable housing, and the need to protect the maritime industry from being driven out of Boston Harbor.

3.1 Affordable Housing Reserve (AHR)

A. Issue

After decades of decline, the population of East Boston has begun to rebound. Even during the period of decline of population, however, the total number of households - and consequently the demand for housing - did not diminish. Now, because of the combination of the two trends of increased population and smaller household size, the demand for housing in East Boston is expected to continue to increase sharply. The impact of this increased demand is reflected in the dramatic increases in housing costs which East Boston has witnessed in recent years. The average price of a 3-family home in East Boston shot up from \$26,875 in 1979 to \$94,643 for the second half of 1985. Along with the increased housing cost has come a proportionally significant increase in rental costs. In many cases, the cost of housing is no longer affordable to members of the community. In order to provide, therefore, for the development of additional units of housing which is affordable to the community. The creation of Affordable Housing Reserve Districts.

B. Policy Recommendation

Certain publicly-owned lands should be targeted as Affordable Housing Reserve Districts (AHR). An AHR is a zoning overlay that can be mapped on publicly-owned land over one acre and requires that 75% of the gross floor area of any development proposal in such area be devoted to housing. Of that figure at least one-third must be affordable for low-income households and one-third for moderate-income households.

C. Discussion

The number of large publicly-owned sites in East Boston is more limited than in most Boston neighborhoods. The "old Boston East" site is owned by the City's Real Property Department and may be appropriate for AHR designation. Other sites that are owned by state agencies include the MBTA-owned "car barn" site and the Massport-owned East Boston Piers. The city-owned DPW yard is just less than one acre.

D. Comments

3.2 Mixed Use Reserve (MUR)

A. Issue

While some publicly-owned parcels should be specifically targeted for housing, others may best serve the community by incorporating along with

housing an appropriate mix of open space, commercial and/or light manufacturing and public service uses to provide jobs, services and open space amenities for residents.

B. Policy Recommendations

Certain publicly-owned lands should be targeted as Mixed Use Reserve Districts (MUR). An MUR may be mapped on publicly-owned land over one acre in size. In an MUR any development proposal is required to proceed as a Planned Development Area, planned in concert with the community. A mix of housing, open space, commercial, light manufacturing and public service uses are permitted in an MUR.

C. Discussion

The number of large publicly-owned sites in East Boston is limited. The MBTA-owned "car barn" site and the Massport-owned East Boston Piers may be appropriate for designation as a MUR. The city-owned DPW yard, is just less than one acre.

D. Comments

3.3 Maritime Economy Reserve (MER)

A. Issue

The entire East Boston waterfront is currently zoned for water-dependent industrial uses. Such zoning is no longer consistent with the uses seeking to locate there or with the needs of the community. On the other hand, water- dependent industries, since they must be located on the waterfront, need zoning protection in order to compete with uses that generate a higher land dollar value.

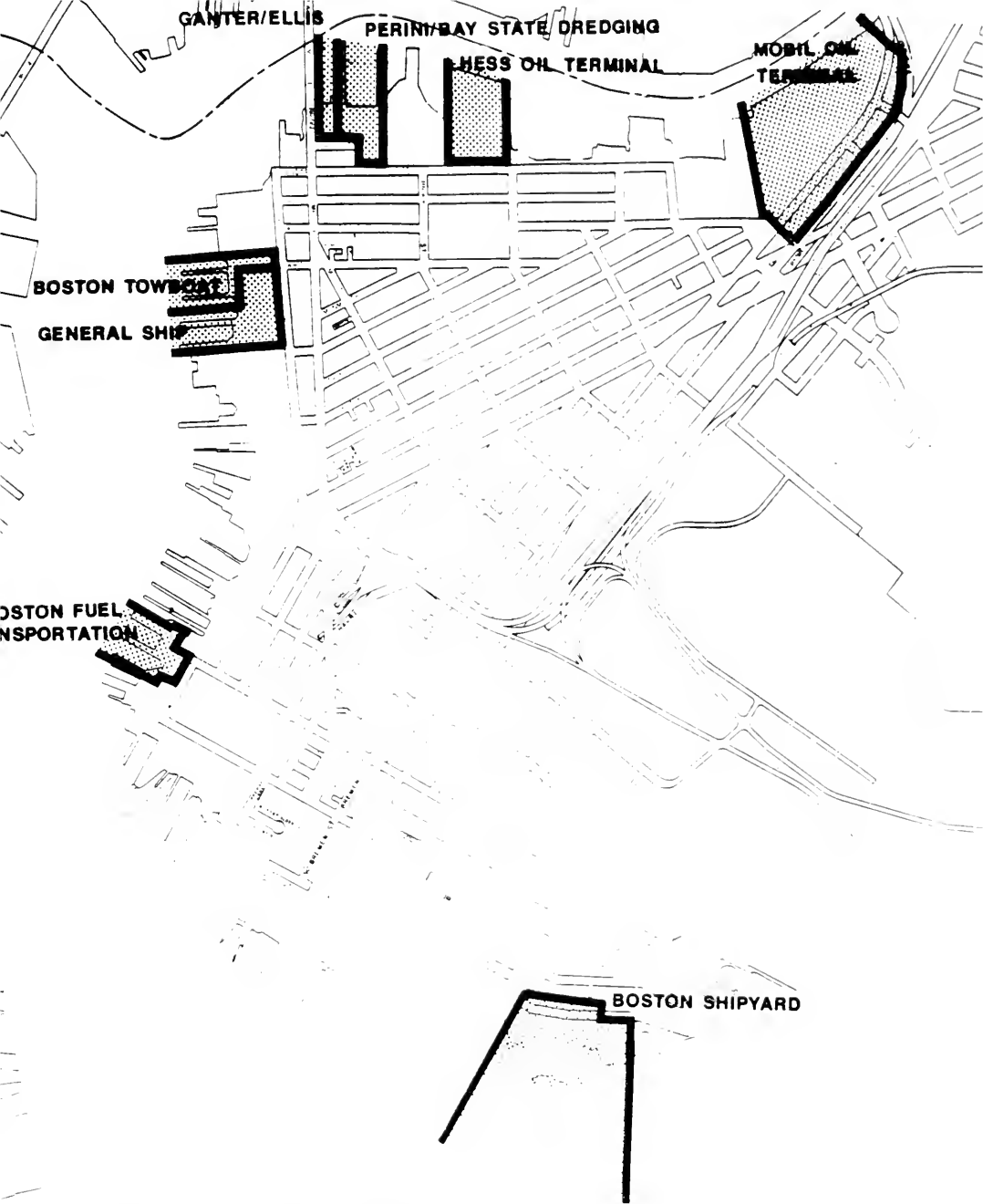
B. Policy Recommendation

The MER is a zoning overlay which would require that any land within such a district be reserved for certain water-dependent uses. Sites which by reason of their physical characteristics and existing uses warrant such treatment should be identified and designated as Maritime Economy Reserve (MER).

C. Discussion

The East Boston PZAC has already made a recommendation of the eight sites which it feels warrant MER designation. They are the Mobil Oil, Hess Oil, Perini, Ganter/Ellis, Boston Tow Boat, General Ship, Boston Fuel Transportation, and the former Boston Shipyard sites. The location of MERs throughout the entire waterfront is under review and discussion between the City and residents.

D. Comments



EAST BOSTON MERS

4. Quality of Life

The liveability of a residential community is dependent upon many things one of those being: development standards. Standards for development and criteria for change should support and enhance daily activities within the community yet preserve those amenities and characteristics of which the residents take great pride in.

Policies and standards that address the need for housing, the stabilization of existing housing, building height and massing, the character and scale of the community, the elements of design, and passive and recreational open space, work to guide growth in the neighborhood. New development should be expected to enhance East Boston's liveability without threatening the quality of life for its residents.

4.1 Housing

A. Issue

Several key issues confronting East Boston today are the lack of affordable housing, and the deteriorated condition of existing housing stock.

Although East Boston declined in population between 1950 and 1980 (51,000 to 32,000) due largely to declining household size it has recently stabilized and begun to rise. The 1985 population was approximately 33,600. Alarming, family property values and median gross rents have increased dramatically. For a 1-3 family property values in 1979 were \$28,000 and \$87,000 in 1985. Median monthly gross rents in 1980 were \$208 and in 1985 were \$320. Yet median household income in 1979 was \$11,153 and in 1984 was reported at \$13,800. While the number of persons in poverty increased from 17% in 1979 to 27% in 1984. In 1984 22% of all families in East Boston were in poverty.

1980 Census data reflected that East Boston has 14,552 housing units with a very high proportion of that housing built before 1940. The 91% of owner occupied units being 47 or more years old contrasted with 75.4% for the City; the 71.9% of occupied rental units of at least that age was a noticeably larger share than for the City as a whole.

B. Policy Recommendations

It is the policy of the Boston Redevelopment Authority to encourage all residential market-rate development proposals, greater than 10 dwelling units and subject to a zoning variance, to designate 10% of the units for low and moderate home ownership. The policy, Inclusionary Housing Zoning Amendment is pending before the Zoning Commission waiting for final adoption.

To stabilize the existing housing stock, a linkage fund is being proposed for new large scale commercial activity, including Massport commercial developments.

C. Discussion

Affordable units have already been designated for East Boston under the Inclusionary Housing policy. The Gumball Factory providing 9 affordable units and the Daniel Webster School providing 9 affordable units are examples of large projects providing affordable housing for East Boston.

A housing stabilization program is being developed as an element of the Boston Fan Piers project. This program can be used as an example of a housing program for East Boston.

4.2 Height Limits and Rooftop Restriction

A. Issue

Much of East Boston consists of structures ranging from 2-4 stories in residential areas and 2-3 stories in commercial districts. The existing height limit in many lower-density residential, manufacturing and commercial zones is 35 feet. In other areas, however, including most "H" districts, no height limits exist. The Jeffries Point neighborhood is the only H zoned district that has a height limit; it is 40 feet. Building bulk and density in the remaining areas are controlled only by floor area ratio. To take advantage of East Boston's own spectacular view of the City's skyline, many development proposals have sought to build penthouse additions. East Boston's scarce land allocation threatens to push development up beyond the predominant height of residential and commercial areas. It is necessary to establish a height limit to protect the character and preserve the scale of existing residential and commercial areas.

B. Policy Recommendations

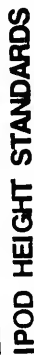
- o The 40-foot height standard should be extended to all H zoning districts.
- o A 40-foot height standard should be established in existing W-2 zones north from the Umana School.
- o A 55-foot height standard should be established in existing W-2 zones south of the Umana School.
- o A 40-foot height standard should be established in existing B-2 zones.
- o 35-foot height standard should be established in existing M-2 and I-2 zoning districts.
- o Rooftop structures should be restricted during the IPOD planning period.

C. Discussion

Increased heights in new development threaten to displace the amenities provided by accessible open space within proximity to one's dwelling unit. Higher buildings tend to concentrate more uses upon a smaller space preventing dwelling units and other land uses from integrating within the surrounding neighborhood. Therefore, it is important to limit the heights of buildings to ensure a higher standard of liveability and preserve the residential character of East Boston.

Jeffries Point has set the precedent for a 40 foot height limit, other H zones should become consistent with this standard. Building heights along the waterfront should be consistent with the scale of the surrounding neighborhood, but also allow sufficient height to permit the preservation of view corridors and the creation of publicly accessible open space. However, heights in excess of 5.5 feet along the waterfront may be desirable to achieve a better site plan with more open space and better view corridors. Exceptions to height standards should be allowed only where there are public benefits to the community. Appendix C provides examples of such public benefits tied to height standards. Heights should be restricted in some business and industrial areas to prevent obtrusive and out of scale development in this densely populated community. Before rooftop structures severely impact the architectural integrity of many residential areas, these structures should be restricted until design guidelines can be established during the IPOD planning process.

D. Comments

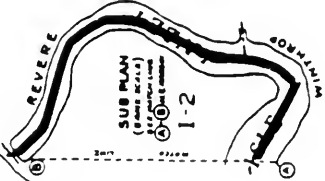


35 foot

40 foot

55 foot

ZONING DISTRICTS CITY OF BOSTON		MAP 3 EAST BOSTON	
R - RESIDENCE DISTRICTS	B - BUSINESS DISTRICTS	I - INDUSTRIAL DISTRICTS	L - LIGHT MANUFACTURING (Local)
S - SINGLE FAMILY TWO FAMILY	L - LOCAL OFFICE SERVICE OFFICES	M - MEDIUM OFFICE	W - WAREHOUSE
R - TWO FAMILY 3 FAMILY, 4TH	B - OFFICE OFFICES	I - INDUSTRIAL (General)	W - 2 STORY FACTORY
H - HIGH APARTMENTS	10		
LINE 1 - DISTRICT BOUNDARY LINE 2 - HEALTH & WELFARE DISTRICT BOUNDARY REFERRED BY THE DISTRICT BOARD DATE OF THE		LINE 3 - DISTRICT BOUNDARY LINE 4 - HEALTH & WELFARE DISTRICT BOUNDARY REFERRED BY THE DISTRICT BOARD DATE OF THE	



4.3. Design Guidelines

A. Issue

East Boston was originally intended to be developed as a prosperous trading center and alluring vacation resort. The 80-room Maverick House Hotel was constructed in Maverick Square and fine hilltop homes were built in the Eagle Hill and Jeffries Point areas. In 1840 East Boston was a destination point for waves of immigrants and increased trade. Such strong architectural flavor and historic character create the need for appropriate design guidelines so new development does not detract from these important elements of East Boston's past.

B. Policy Recommendations

- o During the East Boston IPOD planning period, Design Guidelines should be developed which establish standards for parking and transportation access, building design, landscaping, open space, historic preservation and control of signage.
- o Design Guidelines should address historic structures, infill housing sites, and development in the proposed Boulevard Planning Districts and Affordable Housing Reserve and Mixed Use Reserve Districts.
- o Design Guidelines should serve to protect the character and scale of the neighborhood by establishing standards for project massing and building scale within the context of the surrounding community.

C. Discussion

The BRA with assistance from technical consultants and subcommittees of the East Boston PZAC should identify the important existing and desired qualities of East Boston's landscapes, and neighborhood characteristics, and develop design guidelines to enhance and promote those qualities. The Guidelines should accomplish the following: protect and promote quality design; encourage construction that is in harmony with its surroundings;

preserve the scale of the community; maintain and improve East Boston's attractiveness as a place to live and work; improve the physical environment and thereby enhance the value of property.

D. Comments

4.4 Open Space

A. Issues

A 1979 BRA study ranked East Boston ninth among city neighborhoods both in terms of least total open space and of least open space per 1,000 population. East Boston currently has 130.37 acres of park and public open space. With a 1985 estimated population of 35,019, the open space acreage per 1,000 population figure is 3.7. This figure is well below the national recommended standard of 10 acres per 1,000 population. East Boston has joined other Boston neighborhoods that face increasing housing demands coupled with intense development pressures. It is necessary that future open space be secured and protected for the recreational and leisure needs of the neighborhoods.

B. Policy Recommendation

An Open Space Plan should be developed during the East Boston IPOD planning period. Additional sites should be targeted during the IPOD planning process.

C. Discussion

The BRA, other appropriate city and state agencies, and East Boston PZAC should formulate an Open Space Plan which identifies existing and proposed public open space. New sites for public open space may exist along the waterfront, Condor Street, or Border Street. East Boston also encompasses over 500 acres of salt marches, the largest total of any section of the city. These areas are of great ecological importance, but are not currently protected by zoning regulations. The Open Space Plan should propose mechanisms for preserving and protecting such space. The plan should also emphasize historic, geographic and functional links to East Boston's Historic Waterfront. Boston's existing park system with recreational activities should tie in with the neighborhood Open Space Plan.

D. Comments

5. District Studies and Special Study Areas

During the IPOD planning period several different types of planning and zoning studies will be conducted. Two of the studies - the Neighborhood Business District Study and the Boulevard Planning District Study - will deal with a single range of issues in a community-wide context. Other studies - such as the various Special Study Area studies - will deal with a much broader range of issues, but within a limited geographic context. A third type of study will involve modernization and refinement of zoning district types. Such is the case with the new Light Manufacturing Zone.

5.1 Neighborhood Business District (NBD)

A. Issue

Market pressure for the conversion of existing commercial structures into residential uses tends to result in the displacement of "mom and pop" and neighborhood service stores and the establishment of conflicts between residential and business uses. In addition, insufficient parking, pedestrian and vehicular circulation problems and inappropriate signage are just some of the problems which exist in neighborhood business areas.

B. Policy Recommendations

Neighborhood Business Districts should be identified and during the East Boston IPOD planning period, NBD planning and development guidelines should be established to address the mix and balance of commercial uses; identify and encourage key characteristics of the areas; provide for safe pedestrian access; enhance the streetscape; address traffic and parking needs and issues.

C. Discussion

There are four neighborhood business districts in the East Boston neighborhood; Central Square, Maverick Square, Day Square and Orient Heights (Breeds Square). Most of these centers are strong and vital elements of the community. Their success and types of uses are closely tied to the health of the general neighborhood. Along with these neighborhood shopping areas smaller "mom and pop" stores exist within the heart of residential sections. In addition to serving as an important local retail function, "mom and pop" stores are social meeting places. Planning for these Neighborhood Business Districts (NBD) could help to protect the streetscape appearance, pedestrian amenities, and transportation access to local business.

D. Comments

5.2 Boulevard Planning Districts

A. Issues

East Boston serves as a northern access point and important gateway to the city of Boston. There are several major arterials and a highway that carry large volumes of traffic through East Boston. Because of their heavy use and vital function for commerce and access in East Boston, these roadways require special studies to complement the revised zoning of the whole community.

B. Policy Recommendation

- o Boulevard Planning Districts (BPDs) should be established which protect and enhance certain roadways as the gateways to the community.
- o BPDs should encourage and support mixed-use commercial activities.
- o BPDs should require access and safety elements, pedestrian, bicycle and vehicular traffic.
- o Site plan review should be required for most projects proposed within BPDs.
- o BPD design guidelines should be developed during the IPOD planning process.

C. Discussion

The following roadways in East Boston may warrant designation as Boulevard Planning Districts: Bennington Street, Chelsea Street, Meridian Street and the at-grade portion of Wm. McClellan Highway. These primary arterials support numerous commercial and light manufacturing uses. In the case of Meridian and Chelsea Streets they either border or flow through densely populated neighborhoods. In the case of McClellan Highway and Bennington Street, these roadways serve as primary access to Logan Airport and support North Shore commuter traffic. Within the Boulevard Planning Districts, all uses that require an Interim Planning Permit should be subject to site plan review and design guidelines which, at a minimum, address:

- o building design
- o pedestrian and bicycle access
- o parking and transportation access
- o open space and landscaping
- o historic preservation
- o signage

Analyses required during the East Boston IPOD planning period to formulate guidelines for the Boulevard Planning Districts should be accomplished through special studies conducted by the BRA with assistance from technical consultants and subcommittees of the East Boston PZAC.

D. Comments

5.3 Special Study Areas

A. Issue

Certain large areas in East Boston are at present particularly vulnerable to large scale development pressures which have the potential for significantly altering the fabric of the East Boston community in a positive or negative way. Other areas either have begun to experience, or are soon expected to experience, significant changes in the patterns of their land use.

B. Policy Recommendation

Those areas should be identified and designated as Special Study Areas. In a Special Study Area all uses should be required to receive an interim planning permit. Individual special studies of these areas should be conducted to assist in formulating appropriate zoning guidelines and development parameters, and a particularly high level of scrutiny should be applied to any proposals within those areas.

C. Discussion

The East Boston PZAC has already identified three areas which it feels warrant Special Study Area designation. They are the Maverick Square/Central Square Waterfront, the Conrail Corridor and Suffolk Downs/McClellan Highway. In addition, the BRA recommends the following additional Special Study Areas:

- o Massport Piers (covering the entire Piers 1-5, the former Boston Shipyard and the former Navy Fuel Pier sites).
- o A separate special study for the "Old Boston East" site.
- o An extension of the (Maverick-Central) Waterfront Special Study Area as far as the Meridian Street Bridge.
- o A special study for the Chelsea Creek Waterfront.

D. Comments

5.4 New Light Manufacturing Zone

A. Issue

Land zoned for industrial or manufacturing use is a large component of the East Boston land use pattern. East Boston, however, has been experiencing a long-term decline in the amount of this land actually being used for industrial or manufacturing purposes, and in the number of jobs generated by those activities. Some areas that once supported manufacturing uses have been surrounded by dense residential development. As a result, access to those industrial zones is directly through densely populated neighborhoods.

In addition, existing zoning regulations permit some heavy industrial uses which could generate noise, noxious fumes and wastes, and heavy truck traffic.

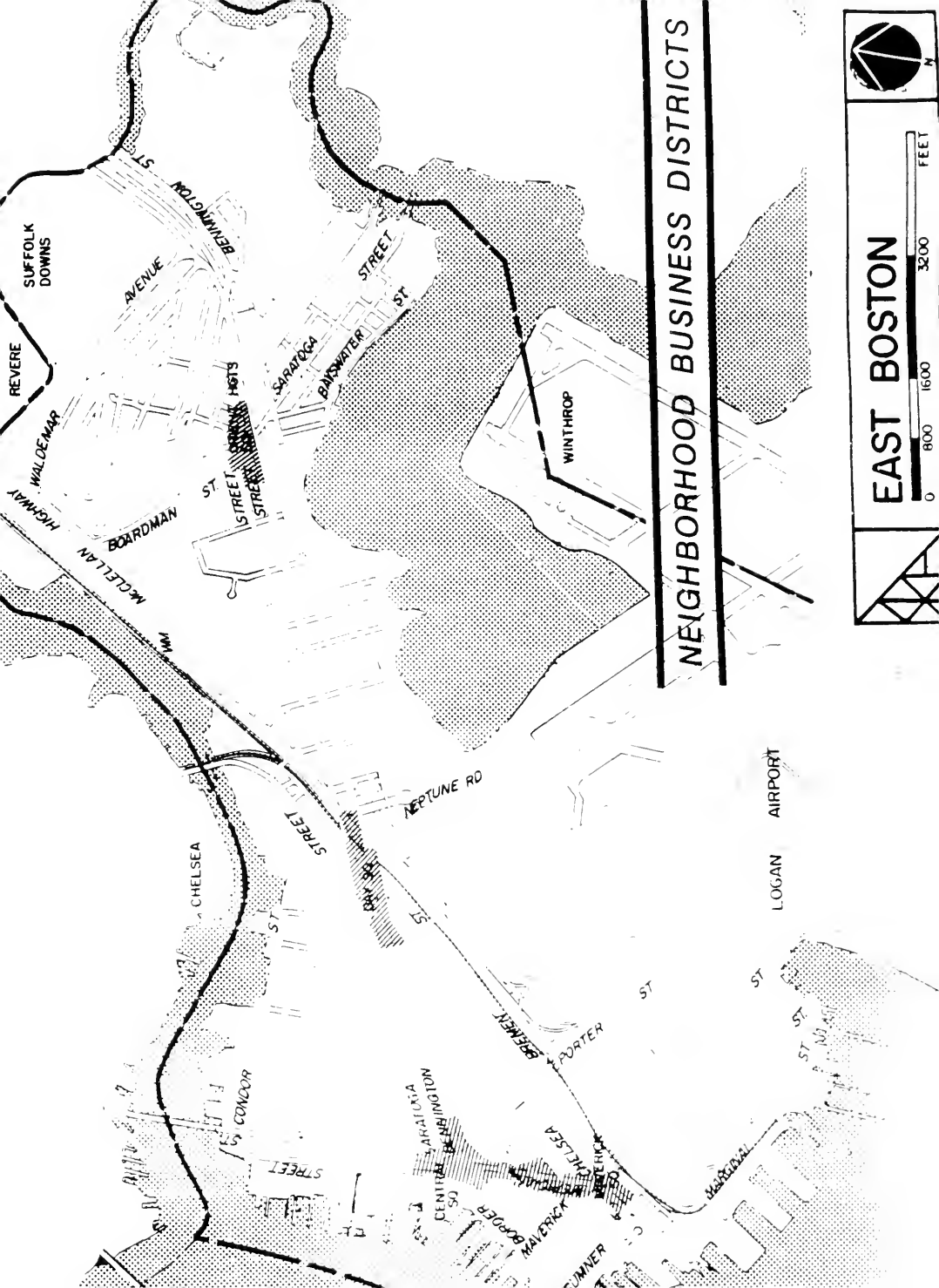
B. Policy Recommendations

- o While the IPOD is in effect, all new or expanded heavy industrial uses should be prohibited.
- o During the IPOD planning period, a new Light Manufacturing Zone should be developed which permits nonhazardous light industrial and manufacturing uses and requires buffer zones around all light industrial sites.


C. Discussion

Manufacturing and industrial zones currently exist along Border Street both north and south of Central Square, along Condor Street, along the McClellan Highway, around the Belle Isle Marsh, and in a few other scattered locations. Some of these areas pose conflicts with the surrounding residential uses and should be rezoned for other uses. Other of these industrial zones should be retained, and specific criteria developed to promote the appropriate siting of viable nonhazardous uses.

D. Comments



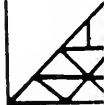
NEIGHBORHOOD BUSINESS DISTRICTS

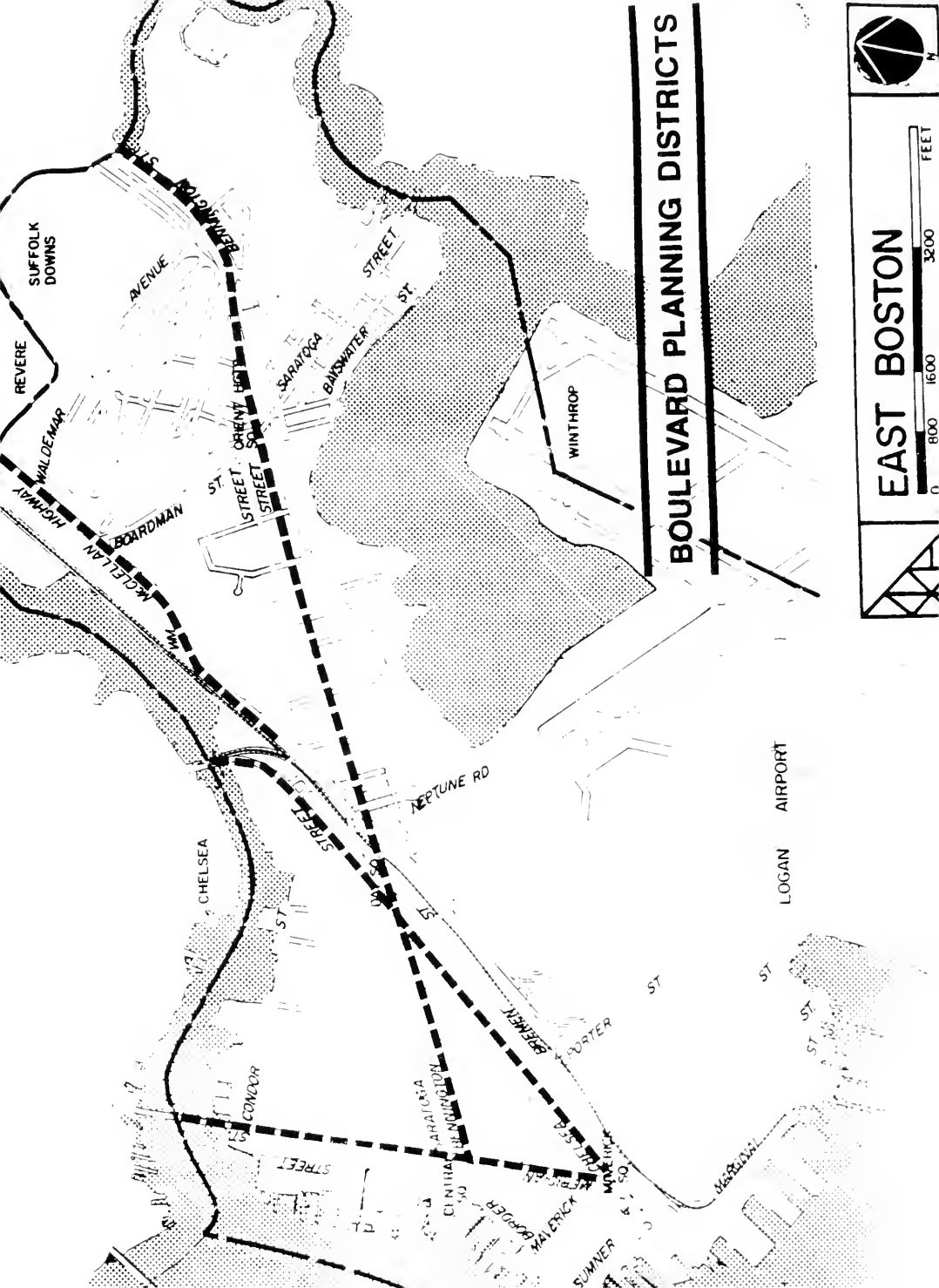


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6. Waterfront Access Zone

A. Issue

Boston Harbor is an important natural resource which should be enjoyed by and accessible to all of the citizens of the city. Yet, even more so than in most other areas of the city, East Boston has been physically and visually cut off from its water's edge. In a community surrounded by water, it is often difficult and hazardous, if not illegal, to gain access to the water's edge. In order, therefore, to begin the process of reclaiming the water's edge for the benefit of the public, a Waterfront Access Zone has been created.

B. Policy Recommendation

All of the East Boston waterfront should be included within a Waterfront Access Zone, including all of the Chelsea Creek waterfront. The Waterfront Access Zone requires that any development along the waterfront provide a 35' setback from the water's edge for public access. Within the Waterfront Access Zone applicants for a building permit for exterior construction would be required to maximize the public's physical and visual access to the waterfront. At a minimum, the physical access should include total perimeter access along the water's edge (diversions should be permitted only where the use of the water's edge is incompatible with public access for reasons relating to the safety of the public). One objective of this access policy should be the eventual creation of a harborwalk along the entire length of the East Boston waterfront.

C. Discussion

A Waterfront Access Zone amendment applicable to the city as a whole was passed by the BRA Board on February 5, 1987 and is now pending before the Zoning Commission. It incorporates the waterfront from Chelsea Creek to the Neponset River, including part of East Boston. That amendment would create a permanent new zoning overlay. The section of the Chelsea Creek waterfront, from the Chelsea Bridge to the Revere line, which is not now covered by that amendment can be protected in two ways - on a permanent basis by extension of the physical boundaries of the Waterfront Access Zone to include all of Chelsea Creek, and on an interim basis by requiring adherence to the policy as a condition of the granting of an interim planning permit.

D. Comments

7. Transportation

A. Issue

Traffic and parking problems in East Boston have reached serious proportions. Daily gridlock is experienced at many intersections and in most squares. Traffic generated by users of Logan Airport, North Shore commuters and East Boston residents compete for access to Summer and Callahan Tunnels which reach their capacity or extend beyond capacity for five hours each workday. Little or no off-street parking is available for residents and the problem worsens as large homes are being converted for more dwelling units. Because of the proximity of Logan Airport, numerous airport-related activities that have become established in the community creating additional pressures on the existing transportation network.

Future development and policy decisions will also affect East Boston's transportation concerns. The proposed Third Harbor tunnel is intended to provide _____ harbor capacity, thus relieving the congested Sumner and Callahan tunnels. But a project of this magnitude within close proximity of the densely populated streets of East Boston has raised many a resident's fear and concern over the impacts of the proposal.

Water transportation is re-emerging as an integral component of the overall transportation network in the City. There are several barriers that exist however to reviving a coordinated water transportation system in the Harbor.

East Boston's constrained physical environment competes with the community's and regional transportation needs, thus necessitating an overall analysis and improvement to the transportation network to reduce the congestion.

B. Policy Recommendations

- o A Transportation Master Plan should be developed under the IPOD planning process to analyze current and projected access and parking demands, and improvement needs; establish truck routes avoiding residential areas; establish an airport access road avoiding residential areas; and identify appropriate sites for neighborhood parking in conjunction with other city departments.
- o A Transportation Master Plan should also analyze the impacts of the Third Harbor tunnel project and recommend measures to reduce the projects impact upon the community. The Master Plan should also coordinate new development with the planning efforts initiated by the water transportation report completed by the Harbor Planning and Development Department in the BRA.
- o Applicants seeking building permits for any development exceeding 100,000 square feet, retail developments exceeding 50,000 square feet, or residential developments of more than 30 units should be required to submit a Transportation Access Plan. The plan must identify the traffic and parking impacts of development and propose measures to mitigate those impacts.
- o Residential parking requirements should be raised to 1.0 space per unit for 1 to 3 units, 1.25 spaces for 4 to 6 units, 1.33 spaces for 7 to 9 units, and 1.5 spaces for 10 or more units. Units sold or rented to low- or moderate-income households should be required to provide 0.9 space per unit.

C. Discussion

Transportation Access Plans for individual developments shall be submitted and assessed in accordance with regulations to be set forth by the Boston Redevelopment Authority. Additionally, when an East Boston Transportation Master Plan has been developed, access plans shall be judged in relation to that plan. The Master Plan shall consider such factors as residential and commercial parking patterns, truck routes, and access routes for residential, commercial uses, including uses like airport-related uses with transportation impacts. Significantly increased parking requirements combined with resident parking lots should minimize the impacts of future development.

A comprehensive planning effort has already begun for the Third Harbor tunnel project. These efforts must be integrated with the community Transportation Master Plan to ensure maximum community participation in the tunnel development process.

The BRA recently completed a report Water Transportation in Boston Harbor. The report is a framework for planning a water transportation system as a viable component of Boston's transportation network. It comprehensively examines the needs of public and private interests in the Harbor and identifies potential sites for all types of service. Two East Boston sites were examined: the Logan shuttle and the shuttle component of the Clippership Wharf proposal.

D. Comments

8. Zoning Compliance and Enforcement

In addition to establishing new zoning techniques and to implementing new policies through zoning, it is important in many instances to reaffirm and to enforce existing zoning. As part of the comprehensive planning analysis, the BRA will review existing zoning with particular attention to permissible uses and the uses that actually exist in a particular area. Where old definitions and controls are inadequate, new ones will be created, such as the revised light manufacturing zone. Violations of the zoning code will be curtailed. Compliance with the zoning regulations will be required. The very fact that the current zoning has been reviewed, altered, and in some cases retained will provide a strong context and a guide for the Board of Appeal in making variance decisions on individual cases. This in turn should decrease the number of variance applications approved and should result in much stricter compliance with zoning regulations. Ultimately, the actual uses of the land will reflect more accurately the community's goals and objectives.

APPENDIX A
STUDY AREA PROFILE

East Boston is an integral part of the City of Boston. It is not, however, the City in microcosm. It is a community with unique characteristics, as amply demonstrated by the statistics which follow. It is also a community that has been undergoing considerable changes. It is difficult to assess what impact, if any, the policies outlined in this book will have on the changing demographics of East Boston. The policies do, however, seek to address some of the impacts of those changes.

Population - 1980

- o During the 1970's the population of East Boston decreased 17.2% to 32,178. It has since rebounded 8.8% to a 1985 estimate of 35,018.
- o The median age in East Boston was considerably higher (35.2 years) than the city as a whole (28.9 years).
- o The higher median age is the result of a higher percentage of persons in all age categories above age 35, and a significantly smaller percentage of persons in the 20-34 age category (24.0% vs. 33.5%) compared with the city as a whole.

Housing and Households - 1980

- o A higher percentage (68.1%) of East Boston residents had lived in the same dwelling unit for more than 5 years than city residents as a whole (52.9%).
- o The figures for occupation of the same unit for more than 20 years were 53.7% for East Boston and 35.5% for the city.
- o Renters occupied 69.9% of East Boston's dwelling units, closely approximating the city-wide figure of 72.8%.
- o 30.1% of units in East Boston were owner-occupied, compared to 27.2% city-wide. (Note: The percentage of houses with resident owners would be substantially higher than the 30.1% figure.)

- o "Related" households (households composed of two or more related individuals) made up 65.3% of all households in East Boston, higher than the city-wide figure of 53.9%, but also considerably lower than the 1970 East Boston figure of 78.8%.
- o Married couples with children under 18 years made up only 20% of all East Boston households and only 30.6% of the "related" households. Both of these figures were down dramatically from the 1970 figures of 32.7% and 41.5% respectively.
- o Single parent households with minor children made up an additional 9.5% of the 1980 total households and 14.6% of the "related" households, up from 7.5% and 9.6% respectively in 1970.
- o Households containing four or more persons in 1980 made up only 22% of all East Boston households, comparable to the city-wide figure of 20%, but down sharply from the 1970 figure.
- o The total number of household in East Boston in 1980 was almost identical to 1970 (up 0.7%) despite the sharp decline in population.
- o One person households in East Boston increased significantly between 1970 and 1980. In 1980 40% of one person households consisted of persons 65 years or more.

Education - 1980

- o 48.4% of East Boston residents over age 25 years were high school graduates, compared to 68.4% city-wide.
- o Only 4.8% of East Boston residents over age 25 years were college graduates, dramatically lower than the city-wide figure of 20.3.

Income - 1980

- o Median family income in East Boston for families was \$14,483, 9.8% lower than the city median of \$16,602.
- o Median income for unrelated individuals in East Boston was \$5,509, 6.2% below the city median of \$5,877.
- o 15.5% of East Boston Households were receiving public assistance, slightly above the city-wide percentage of 13.4%.
- o 27% of East Boston households received Social Security income, compared to 21.1% city-wide.
- o Proportionately fewer East Boston residents (16.7%) were below the poverty line than throughout the city (20.2%).

Labor Force - 1980

- o The unemployment rate for East Boston was higher (7.39%) than for Boston overall (6.1%).

- o Professional and managerial jobs employed 12.3% of East Boston residents, much lower than the city-wide figure of 26%.
- o Percentage of laborers (20%) was significantly higher for East Boston than city-wide (13%), but also significantly lower than in 1970.
- o Employment in the services and finance section grew between 1970 and 1980 and employment in manufacturing shrank.
- o 23% of East Boston workers worked within East Boston, 22% in downtown Boston, 23% elsewhere in Boston, 21% in metropolitan Boston and 5% outside of metropolitan Boston.

Breakdown of Land Use in East Boston*

<u>Class</u>	<u>Code</u>	<u>Count</u>	<u>%</u>	<u>Acres</u>	<u>%</u>
One family	R1	998	.15	70.70	.03
Two family	R2	1,266	.19	90.43	.04
Three family	R3	2,158	.32	117.69	.05
Four family	R4	206	.03	14.00	.01
Apartments	A	48	.01	36.61	.02
Condominium	CM	22	.00	3.83	.00
Residential land	RL	627	.09	38.61	.02
Residential/ Commercial	RC	341	.05	16.50	.01
Commercial	C	363	.05	270.41	.11
Commercial land	CL	206	.03	109.23	.05
Industrial	I	24	.00	68.79	.03
Exempt	E	<u>394</u>	<u>.06</u>	<u>1,547.69</u>	<u>.65</u>
Totals		6,653	1.00	2,384.51	1.00

Source: City of Boston Assessing, 1986

* Without Logan Airport

APPENDIX B
TRANSPORTATION ACCESS PLAN PROCEDURES

APPENDIX B

TRANSPORTATION ACCESS PLAN PROCEDURES

Statement of Purpose. The purposes of these procedures are to achieve the transportation goals of Boston and of Allston-Brighton; to improve pedestrian and vehicular circulation and access; to promote measures which lower the number of vehicle trips generated by large-scale development projects; to formulate strategies which lessen traffic disruption and pedestrian inconvenience during construction; to encourage the efficient use of parking resources; and to mitigate the impact of new development on the city's transportation network and on adjacent residential neighborhoods.

SECTION 31-2. Definitions. For the purposes of these procedures only, the following words and phrases, when capitalized, shall have the meanings indicated.

1. "Applicant" shall mean any person or entity having a legal or equitable interest in a Proposed Project subject to the requirements of these procedures.
2. "Impact Area" shall mean the geographic district in which an impact on the Transportation Network can be reasonably attributed to the Proposed Project under review.
3. "Level of Service" shall mean the capacity of a traffic intersection as measured by the average delay per vehicle passing through such intersection.
4. "Proposed Project" shall mean any construction, reconstruction, alteration, or rehabilitation of a structure for which the Applicant is required to obtain a building permit.
5. "Residential Uses" shall mean use item numbers 7, 7A, 7B, 8, 10, and 14, as defined in Table A, Section 8-7.
6. "Retail Uses" shall mean use item numbers 34, 34A, 35, 36, 36A, 37, 37A, 38, 38A, 43, 44, 46, 47, 48, and 49, as defined in Table A, Section 8-7.
7. "Substantially Rehabilitate" shall mean to cause alterations or repairs to be made to a building or structure, within any period of twelve (12) months, costing more than fifty percent (50%) of the assessed value of the building or structure prior to such alterations or repairs, such value to be based upon the assessed value for real estate tax purposes of such building or structure as of the assessment date preceding the application.
8. "Transportation Access Plan" shall mean a document which identifies the impact on the Transportation Network of a Proposed Project and describes proposed mitigation and monitoring measures.

9. "Transportation Department" shall mean the City of Boston Traffic and Parking Department, as such department may be renamed from time to time.
10. "Transportation Mitigation Costs" shall mean the anticipated costs of relieving the burdens reasonably attributable to a Proposed Project which are imposed on the city's Transportation Network.
11. "Transportation Network" shall mean the elements of the publicly-owned facilities and accessible ways encompassed by the Impact Area, and all aspects of operation and maintenance of such ways and facilities.

Applicability. Any Applicant seeking a building permit for any of the following Proposed Projects shall submit a Transportation Access Plan to the Transportation Department and the Boston Redevelopment Authority for its approval.

1. Any use for which it is proposed to erect a new building or structure having a gross floor area of one hundred thousand (100,000) square feet, to expand the gross floor area of an existing building or structure by more than one hundred thousand (100,000) square feet, or to Substantially Rehabilitate an existing building or structure having, or to have after rehabilitation, a gross floor area of more than one hundred thousand (100,000) square feet.
2. Any Retail Use, as defined in the preceding section, for which it is proposed to erect a new building or structure having a gross floor area of more than fifty thousand (50,000) square feet, to expand the gross floor area of an existing building or structure by more than fifty thousand (50,000) square feet, or to Substantially Rehabilitate an existing building or structure having, or to have after rehabilitation, a gross floor area of more than fifty thousand (50,000) square feet
3. Any Residential Use, as defined in the preceding section, for which it is proposed to erect a new building or structure having more than thirty (30) dwelling units, to expand an existing building or structure by thirty (30) or more dwelling units, or to Substantially Rehabilitate an existing building or structure having, or to have after rehabilitation, thirty (30) or more dwelling units.

Submissions. A Transportation Access Plan shall have three components: Traffic Management, Parking Management, and Construction Management. The plan shall compare the impacts of the proposed project to a no-build scenario in an Impact Area and study year determined jointly by the Boston Redevelopment Authority and the Transportation Department. The plan shall analyze the cumulative impacts of all existing and planned development projects in the determined study area and study year.

1. The Traffic Management component, where applicable, shall (a) identify the impacts from: expected travel volumes, trip generation, and directional distribution, location of loading and unloading activities of the project, including service and delivery, the development's impact on the vehicular and circulation systems within the defined area of study, including the number and type of vehicles, pedestrians and bicyclists

from 7:00 a.m. to 6:00 p.m. on road corridors and intersection capacities including levels of service and intersection delays; (h) identify mitigation procedures such as: on-site traffic circulation plan, flexible employee work hours; dissemination of transit information, changes in traffic patterns; full or partial subsidies for MBTA passes; (c) require a periodic assessment by the developer of mitigation procedures on a schedule to be determined by the Transportation Department and the Boston Redevelopment Authority; and (d) include other such related information deemed necessary by the Transportation Department and the Boston Redevelopment Authority to the effective review of the Transportation Management component.

2. The Parking Management component, where applicable, shall (a) identify the parking demand for: tenant, commuter, and visitor short term and long term needs; non-tenant or other needs within the study area; and evening and weekend needs; (b) include operational policies and strategies such as: location, cost, and number of public, private, HOV, and special needs parking spaces; short term and long term space availability; parking rate structure; location and type of off-site parking; and methods of transporting people to the site from off-site spaces; (c) require a proposed periodic assessment by the developer of mitigation procedures on a schedule to be determined by the Transportation Department and the Boston Redevelopment Authority; and (b) include other such related information deemed necessary by the Transportation Department and the Boston Redevelopment Authority to the effective review of the Parking Management component.
3. The Construction Management component, where applicable, shall (a) identify the impacts from: the timing and routes of truck movement and construction deliveries and proposed street closings and the need for employee parking; (b) identify mitigation measures such as: alternative modes of transport for employees and materials to and from the site; appropriate construction equipment including use of a climbing crane; staggered hours for vehicular movement; traffic controllers to facilitate equipment and trucks entering and exiting the site; covered pedestrian walkways; alternative construction networks and construction planning; (c) identify monitoring measures such as: measures of restricting vehicular movement; periodic assessment by the developer of mitigation procedures on a schedule to be determined by the Transportation Department and the Boston Redevelopment Authority; and a development liaison person between the development project, public review agencies, and the surrounding residential and business community; and (d) include other related information deemed necessary by the Transportation Department and the Boston Redevelopment Authority to the effective review of the Construction Component.

Sufficiency of Transportation Access Plans. The Transportation Department shall determine whether the Applicant's Transportation Access Plan contains sufficient management and mitigation measures to comply with the preceding section and with the city's transportation policies. Where management and mitigation measures are found to be insufficient, the Applicant must propose additional management and mitigation measures to bring the Transportation Access Plan into compliance.

Transportation Mitigation Grant. Where an Applicant is unable to offer sufficient management and mitigation measures, pursuant to the preceding sections the Applicant must tender a Transportation Mitigation Grant to bring the Transportation Access Plan into compliance with city transportation policies. The Transportation Mitigation Grant shall be equal to the actual net Transportation Mitigation Costs that will be imposed by the Proposed Project; the Transportation Mitigation Grant shall be required in addition to the implementation of the mitigation measures required under the Submission section. In no case, however, shall the Transportation Mitigation Grant exceed fifty cents (\$.50) per square foot of the gross floor area of the Proposed Project. The Transportation Mitigation Grant shall be calculated pursuant to regulations promulgated by the Transportation Department in accordance with the following Regulations section. The Transportation Mitigation Grant paid by the Applicant shall be earmarked solely for improvements to the Transportation Network which reduce Transportation Mitigation Costs.

Payment of Transportation Mitigation Grant. Upon issuance of a building permit for the Proposed Project, the Transportation Mitigation Grant shall be paid by the Applicant to the Collector-Treasurer of the city, pending acceptance of the grant for the Transportation Improvement Fund, a Massachusetts public charitable trust to be created pursuant to the Special Statutes and Ordinances of the City of Boston.

Final Review Procedure; Approval. Upon the determination by the Transportation Department that the Transportation Access Plan of the Applicant meets the requirements of the previous sections, the Transportation Access Plan shall be submitted to the Boston Redevelopment Authority, which may approve the plan, approve the plan subject to conditions that impose additional requirements, or disapprove the plan. The Boston Redevelopment Authority shall not approve a Transportation Access Plan unless it has been deemed sufficient by the Transportation Department. The Transportation Department shall base its recommendation to the Boston Redevelopment Authority on the basis of the following criteria.

1. The number of traffic intersections in the Impact Area which will sustain increases in volume reasonably attributable to the Proposed Project's construction, and the extent of such increases, including an evaluation of the Levels of Service of such intersections.
2. The Proposed Project's impact on the supply of and demand for parking in the Impact Area.
3. The degree to which the Transportation Access Plan demonstrates its adequacy in minimizing the Proposed Project's negative impact on the Transportation Network.
4. The cost of any off-site improvements to the Transportation Network which are rendered necessary and which are reasonably attributable to the Proposed Project.
5. The degree to which the Transportation Access Plan conforms with city transportation policies.

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Implementation. The developer shall enter into a Cooperation Agreement with the City of Boston Transportation Department and the Boston Redevelopment Authority to ensure the continued compliance of the approved Transportation Access Plan. Effective monitoring and enforcement procedures shall be developed by the City of Boston Transportation Department and the Boston Redevelopment Authority.

Regulations. The Transportation Department and the Boston Redevelopment Authority may promulgate regulations; any regulations shall become effective upon adoption by the Zoning Commission.

